AMENDED IN ASSEMBLY APRIL 19, 2006

CALIFORNIA LEGISLATURE—2005-06 REGULAR SESSION

ASSEMBLY BILL

No. 2216

Introduced by Assembly Member Bass

February 22, 2006

An act to amend Sections 16160, 16161, and 16163 of, and to add Chapter 5.5 (commencing with Section 16540) to Part 4 of Division 9 of, the Welfare and Institutions Code, relating to foster care.

LEGISLATIVE COUNSEL'S DIGEST

- AB 2216, as amended, Bass. Child Welfare Leadership and Performance Accountability Act of 2006.
- (1) Existing law establishes the Office of the State Foster Care Ombudsperson within the State Department of Social Services, as an autonomous entity within the California Health and Human Services Agency, for the purpose of providing children who are placed in foster care with a means to resolve issues related to their care, placement, or services.

This bill, instead, would establish the foster care ombudsperson as an independent entity within the California Health and Human Services Agency.

(2) Existing law provides for oversight by various state and local entities of certain populations of children, including those who are wards of the juvenile court, and those who are in foster care, or are otherwise under the supervision of county welfare departments. Existing law provides for a system of child welfare services administered by each county, with oversight by the State Department of Social Services.

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Existing law also provides for the California Child and Family Service Review System, in order to review all county child welfare systems, covering child protective services, foster care, adoption, family preservation, family support, and independent living.

This bill, the Child Welfare Leadership and Performance Accountability Act of 2001 2006, would establish within the California Health and Human Services Agency the Child Welfare Council, which would advise on the management of an advisory body that would be responsible for improving the collaboration and processes of the multiple agencies and courts that provide services to children and youth in contact with courts, and serve children and youth in the child welfare and foster care systems. The bill would provide for the composition of the council, including as co-chairs cochairs the Chief Justice of the California Supreme Court or his or her designee, and the Child Welfare and Foster Care-Leader *Undersecretary*, whose office the bill would also establish and this bill would establish the office of Child Welfare and Foster Care Leader. who would be responsible for the statewide leadership and direct oversight and coordination of child welfare and foster care efforts of state and county agencies. The bill would also give the Child Welfare and Foster Care-Leader Undersecretary the responsibility of directing the California Child and Family Service Review System. The Child Welfare and Foster Care Leader Undersecretary would ensure that the state and counties perform various acts in connection with maintaining the quality of child welfare and foster care services, including county self-assessments, peer quality case reviews, and system improvement plans. The bill would establish performance outcome indicators for purposes of the Child Welfare and Family Services Review System. including participation rates, safety outcomes, permanency and stability outcomes, well-being outcomes, and family relationships and community connections.

This bill would require the Judicial Council to adopt performance measures consistent with the performance outcome indicators specified above, by April 1, 2008.

By imposing new requirements on counties with respect to the operation and evaluation of their child welfare systems, this bill would impose a state-mandated local program.

(3) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state.

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Statutory provisions establish procedures for making tha reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

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The people of the State of California do enact as follows:

- 1 SECTION 1. The Legislature finds and declares all of the 2 following:
 - (a) The State of California undertakes the responsibility of providing a safe environment and developmental opportunities for over 85,000 children and youth who have been removed from their homes and placed in foster care because of instances of abuse and neglect.
 - (b) According to the California Performance Review report, although the state is responsible for ensuring that foster children and youth receive mandated services through several different departments, California's services to support its foster children's basic needs is not nearly sufficient to meet all of their needs. Even though the incidence of emotional, behavioral, and developmental problems among foster children and youth is three to six times greater than among nonfoster children, 25 percent of foster children and youth are not receiving timely medical care, one-half are not receiving needed mental health services and one-half are not receiving dental care. Similarly, 75 percent of foster youth are working below grade level, nearly one-half do not complete high school, and as few as 15 percent attend college. Statewide leadership and coordination between departments and agencies is essential to addressing these dismal outcomes and providing foster children and youth with critically needed support and services at the local level.
 - (c) Even if the state successfully decreases the number of foster children and youth entering the system, the state must ensure that current foster youth are self-sufficient at the time they emancipate from the system. The state is currently failing in this measure. Unemployment rates for emancipated youth are

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estimated at 50 percent, nearly one-third of foster children and youth will become homeless within one year of emancipating, fewer than 15 percent of foster youth enroll in college, and approximately one-third of foster youth will be on public assistance shortly after emancipating.

- (d) A recent report from the State Department of Social Services found the indirect costs of child mistreatment and foster care, such as juvenile delinquency, adult criminality, and lost productivity to society, total \$95 billion annually. Fiscally sound, long-term investment in the state's children now should reap future savings for the state that can be reinvested to keep at-risk children and families self-sufficient and out of the child welfare system. Moreover, advocating for more flexible federal funding of our state's child welfare system will enable resources to be used to better support families in need and keep more families intact.
- (e) In 2001, the Legislature passed the Child Welfare System Improvement and Accountability Act of 2001 (Chapter 678 of the Statutes of 2001), which was an important first step toward improving outcomes for California's foster children and youth. The legislation provided the legal framework for monitoring the county-run child welfare service programs through data collection and review of that data, the ultimate goal being to use the data to improve outcomes for the children and youth in foster care. The first county reviews and improvement plans were implemented in 2004.
- (f) In addition to providing services to foster youth, the state's Child Welfare Redesign final report stressed the importance of providing preventative supports to those families who come in contact with child welfare services but whose children are not removed from the home. The goal of these supports is to provide families the tools to prevent a child's removal. This effort results in stronger families and decreased foster care placements. However, successful implementation of preventative services, like foster care, requires a coordinated oversight among many agencies, programs, and services.
- (g) Despite this improved oversight and vision for improvement, the child welfare system, including the state, the counties, and the courts, suffers from the lack of a cohesive structure, state leadership, and communication between agencies

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serving foster children and youth. In 2003, the Little Hoover Commission found that clear leadership and oversight is lacking in California's foster care program and recommended the designation of new program-leader undersecretary that has the authority to reform the foster care system. Most recently, the California Performance Review report decried this lack of cohesion and similarly concluded that state leadership is needed to repair a foster care system in crisis. The bipartisan national Pew Commission on Foster Care in a report issued last year recommended states establish broad-based commissions on children in foster care to demonstrate effective collaboration on behalf of children.

- (h) Creating a comprehensive structure for statewide leadership to address the needs of children in the child welfare system will support and improve the important reform work enacted through the Child Welfare System Improvement and Accountability Act of 2001 by providing clarity about the roles and responsibilities of the state, improving quality assurance and accountability, and facilitating communication between the many stakeholders involved in the child welfare system. Most importantly, these changes will help ensure that California is able to meet the needs of the children and youth in its care.
- (i) An independent and impartial ombudsperson that is readily available to the public is essential to protecting the well-being of children, youth, and families.
- SEC. 2. This act shall be known and may be cited as the Child Welfare Leadership and Performance Accountability Act of 2006.
- SEC. 3. Section 16160 of the Welfare and Institutions Code is amended to read:

16160. The Legislature finds and declares that the people of California have benefited from the establishment of a long-term care ombudsperson pursuant to Section 9710 of the Welfare and Institutions Code and a child care ombudsperson program pursuant to Section 1596.872a of the Health and Safety Code. It is the intent of the Legislature to provide similar protections for foster children by establishing a foster care ombudsperson program. It is the further intent of the Legislature that the foster care ombudsperson serve as an independent state officer within the California Health and Human Services Agency.

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SEC. 4. Section 16161 of the Welfare and Institutions Code is amended to read:

- 3 16161. (a) The Office of the State Foster Care Ombudsperson shall be established as an autonomous entity within the department California Health and Human Services Agency for the purpose of providing children who are placed in foster care, either voluntarily or pursuant to Section 300 and Sections 600 and following, with a means to resolve issues related to their care, placement, or services.
- 10 (b) It is the intent of the Legislature to strengthen the 11 independence of the ombudsman and make it more responsive to 12 youth by doing all of the following:
 - (1) Establishing an independent ombudsman budget that includes staff salaries, investigation and travel expenses, and outreach to educate the public about its services.
 - (2) Increasing the hours of availability of ombudsman services to include evenings, weekends, and other times that will facilitate youth utilizing the ombudsman services.
 - (3) Revising civil service hiring procedures to encourage and retain former foster youth as ombudsman staff members.
 - (4) Authorizing the ombudsman to identify areas of agency partial compliance or noncompliance with state and federal law, and permitting the documentation of deficiencies in program administration.
 - (5) Authorizing written reports and recommending corrective actions directly to the public, Governor, Legislature, and Judicial Council.
 - SEC. 5. Section 16163 of the Welfare and Institutions Code is amended to read:
 - 16163. The office shall hire the necessary personnel to perform its functions. Priority shall be given to former foster youth in hiring decisions.
- 33 SEC. 6. Chapter 5.5 (commencing with Section 16540) is 34 added to Part 4 of Division 9 of the Welfare and Institutions 35 Code, to read:

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Chapter 5.5. Child Welfare Leadership and Performance Accountability

Article 1. Child Welfare Council

- 16540. There is hereby created the Child Welfare Council responsible for collaboratively advising on the management of multiagencies providing services to children and youth in contact with the courts and child welfare and foster care systems with respect to the following: The California Child Welfare Council is hereby established, which shall serve as an advisory body responsible for improving the collaboration and processes of the multiple agencies and the courts that serve the children and youth in the child welfare and foster care systems. The council shall monitor and report the extent to which child welfare and foster care programs and the courts are responsive to the needs of children in their joint care. The council shall issue advisory reports whenever it deems appropriate, but in any event, no less frequently than annually, to the Governor, the Legislature, the Judicial Council and the public. A report of the Child Welfare Council shall, at a minimum, include recommendations for all of the following:
- (a) Ensuring that all state child welfare, foster care and judicial funding and services for children, youth, and families is, to the greatest extent possible, coordinated to eliminate fragmentation and duplication of services provided to children or families who would benefit from integrated multiagency services.
- (b) Increasing the quality, appropriateness, and effectiveness of services program services and judicial processes delivered to children, youth, and families who would benefit from integrated multiagency services to achieve better outcomes for these children, youth, and families.
- (c) Promoting consistent program and judicial excellence across counties to the greatest extent possible while recognizing the demographic, geographic, and financial differences among the counties.
- (d) Increasing collaboration and coordination between county agencies, state agencies, federal agencies, and the courts.

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(e) Reporting annually to the Governor, the Legislature, and the public, regarding the child welfare and foster care issues and recommendations.

- (e) Ensuring that all state Title IV-E plans, program improvement plans, and court improvement plans demonstrate effective collaboration between public agencies and the courts.
- (f) Assisting the Child Welfare and Foster Care—Leader *Undersecretary* and the chief justice in formulating policies for the effective administration of the child welfare and foster care programs and judicial processes.
- (g) Providing recommendations to the Governor and the Legislature regarding the modification of practices, rate
- (g) Modifying program practices and court processes, rate structures, and other system changes needed to promote and support relative caregivers, family foster parents, therapeutic placements, and other placements for children who cannot remain in the family home.
- (h) The development of Developing data and information sharing agreements and protocols for the exchange of aggregate data across program and court systems that are providing services to children and families in the child welfare system. These data-sharing agreements shall allow child welfare agencies and the courts to access data concerning the health, mental health, special education, and educational status and progress of children served by county child welfare systems subject to state and federal confidentiality laws and regulations. They shall be developed in tandem with the establishment of judicial case management systems as well as additional or enhanced performance measures described in paragraph (2) of subdivision (e) of, and subdivision (f) of, Section 16561.
- (i) Developing systematic methods for obtaining policy recommendations from foster youth about the effectiveness and quality of program services and judicial processes, and ensuring that the interests of foster youth are adequately addressed in all policy development.
- (j) Implementing legislative enactments in the child welfare and foster care programs and the courts, and reporting to the Legislature on the timeliness and consistency of the implementation.

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- (k) Monitoring the adequacy of resources necessary for the implementation of existing programs and court processes, and the prioritization of program and judicial responsibilities.
- 4 16541. The council shall be comprised of the following 5 members:
 - (a) The Child Welfare and Foster Care—Leader *Undersecretary*, who shall serve as cochair.
 - (b) The Chief Justice of the California Supreme Court, or his or her designee, who shall serve as cochair.
 - (c) Leaders and representatives of all of the following:
- 11 (1) State and county child welfare.
- 12 (2) Foster care.

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- 13 (3) Health, education, and mental health agencies and 14 departments.
 - (4) Child advocacy organizations.
 - (5) Current and former foster youth, labor.
 - (6) Other groups and stakeholders who provide benefits, services, and advocacy to families and children in the child welfare and foster care systems.
- 20 (c) The Superintendent of Public Instruction, or his or her designee.
 - (d) The Chancellor of the California Community Colleges, or his or her designee.
- 24 (e) The executive director of the State Board of Education.
 - (f) The Director of Social Services.
- 26 (g) The Director of Health Services.
- 27 (h) The Director of Mental Health.
- 28 (i) The Director of Alcohol and Drug Programs.
- 29 (j) The Director of Developmental Services.
 - (k) The Director of the Youth Authority.
- 31 (l) The Administrative Director of the Courts.
- 32 *(m) The State Foster Care Ombudsperson.*
- 33 (n) A representative and three youth members of the 34 California Youth Connection.
- 35 (o) The chairpersons of the Assembly Human Services
- 36 Committee and the Assembly Judiciary Committee, or two other
- 37 Members of the Assembly as appointed by the Speaker of the
- 38 Assembly.

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(p) The chairpersons of the Senate Human Services Committee and the Senate Judiciary Committee, or two other members appointed by the President pro Tempore of the Senate.

(q) Leaders and representatives of county child welfare, foster care, health, education, and mental health agencies and departments, child advocacy organizations; labor organizations, and other groups and stakeholders that provide benefits, services, and advocacy to families and children in the child welfare and foster care systems, as recommended by representatives of these groups and as designated by the cochairs.

16542. At any time, the council may advise the Governor, the Legislature, the Child Welfare and Foster Care Leader, or the Chief Justice of the California Supreme Court regarding actions the state may take to improve the care and services for children, youth, and families in the child welfare and foster care systems.

16541.5. The council shall meet no less frequently than each quarter of the state fiscal year and at the call of the cochairs at a time and location convenient to the public as it may deem appropriate. All meetings of the council shall be open to the public. Members shall serve without compensation, with the exception of foster youth members who shall be entitled to reimbursement for all actual and necessary expenses incurred in the performance of their duties.

16542. The cochairs may appoint committees composed of council members, experts in specialized fields, foster youth, program stakeholders, state and county child welfare and foster care staff, child advocacy organizations, members of the judiciary, foster care public health nurses, or any combination thereof, to advise the council on any functions of the council and the services provided through the child welfare and foster care programs and the courts. Members of these committees shall receive no compensation from the state for their services with the exception of foster youth members, who shall be entitled to reimbursement for all actual and necessary expenses incurred in the performance of their duties. The committees may assemble information and make recommendations to the council, but shall not exercise any of the powers vested in the council. The council may seek input from groups and individuals as it deems appropriate including, but not limited to, advisory committees,

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the judiciary and child welfare and foster care program stakeholders.

16543. Consistent with state and federal law, the council shall have access to aggregate data and information concerning the child welfare and foster care systems held by any state or local department, agency, or court that serves children, youth, and families receiving child welfare and foster care services subject to state and federal confidentiality laws and regulations.

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Article 2. Child Welfare and Foster Care Leader *Undersecretary*

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16550. There shall be a Child Welfare and Foster Care Leader, who shall be the state leader for child welfare and foster care programs and shall have the authority to coordinate those activities of state and local departments and agencies that provide for the needs of children, youth, and families in child welfare and foster care programs.

16551. The Child Welfare and Foster Care Leader shall be responsible for the statewide leadership and direct oversight and coordination of child welfare and foster care efforts of state and county agencies.

16550. There shall be a Child Welfare and Foster Care Undersecretary within the California Health and Human Services Agency and under the direction of the secretary. He or she shall be appointed by the Governor and confirmed by the Senate. In making the appointment, the Governor shall consider training, demonstrated ability, experience, and prior leadership in child welfare and foster care. His or her salary shall be established pursuant to law. The undersecretary shall be the state leader for child welfare and foster care programs and shall exercise the authority to coordinate those activities of state departments and agencies and to facilitate the collaborations with the courts and other constitutional officers that provide for the needs of children, youth, and families in child welfare and foster care programs. The undersecretary shall also be responsible for considering and implementing, appropriate, the recommendations of the California Child Welfare Council. It is the intent of the Legislature that the undersecretary exercise leadership through the directorate of the

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State Department of Social Services and the other departments
within the California Health and Human Services Agency that
relate to child welfare and foster care issues.

- 16551. The Child Welfare and Foster Care Undersecretary shall be responsible for the direct oversight and coordination of child welfare and foster care efforts across state agencies including, but not limited to, the following:
- (a) Administering all federal and state laws and regulations pertaining to the administration of child welfare and foster care programs.
- (b) Ensuring that all state child welfare and foster care funding and services for children and families are coordinated, to the greatest extent possible, to eliminate fragmentation and duplication of services provided to children or families who would benefit from integrated multiagency services.
- (c) Increasing the quality, appropriateness, and effectiveness of services delivered to children or families who would benefit from integrated multiagency services to achieve better outcomes for these children and families.
- (d) Ensuring that legislative enactments in the child welfare and foster care programs are implemented in a consistent and timely manner.
- (e) Analyzing county performance outcome data to identify common problems, common barriers to improvement, and emerging best practices.
 - (f) Performing periodic system-wide needs assessments.

Article 3. Performance Outcome Indicators and Data

16560. The Child Welfare and Foster Care—Leader *Undersecretary* shall be responsible for directing overseeing the California Child and Family Service Review System developed pursuant to subdivision (d) of Section 10601.2 and for ensuring all of the following:

- (a) The establishment of the California Child and Family Service Review System outcome indicators developed pursuant to subdivision (d) of Section 10601.2.
- 38 (b) That the State Department of Social Services issues 39 quarterly outcome and data reports to county child welfare

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agencies that specify the data for each of the established federal and state outcome measures.

- (c) That each county child welfare agency submits a county self-assessment of its child welfare service program for the time period and in the format specified by the Child Welfare and Foster Care—Leader Undersecretary.
- (d) That each county child welfare agency performs a peer quality case review for a period and in the format as designated by the Child Welfare and Foster Care—Leader Undersecretary that, includes specified areas of performance improvement and a qualitative evaluation by state and other county child welfare agencies staff.
- (e) That each county child welfare agency submits a county system improvement plan annually in the format as designated by the Child Welfare and Foster Care-Leader *Undersecretary*.
- (f) That the department monitors all activities required under this section and provides guidance and technical assistance to the county child welfare agencies.
- (g) That the state is meeting the outcome targets established in the performance improvement plan submitted pursuant to the federal Child and Family Services Review.
- 16561. The performance outcome indicators and data required for the review in Section 16560 shall include:
- (a) Child welfare services participation rates, including the following:
- (1) Number of children under 18 years of age in the population.
 - (2) Number and percentage of child abuse or neglect referrals.
- (3) Number and percentage of children with substantiated referrals.
- (4) Number and percentage of children entering foster care for the first time.
 - (5) Number and percentage of children in foster care.
 - (b) Safety outcomes, including the following:
- (1) The percentage of all children with a substantiated allegation who had another substantiated allegation within six months.
- (2) The percentage of all children with a substantiated allegation who had another substantiated allegation within 12 months.

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1 (3) The percentage of children in foster care who are abused or neglected while in a foster care placement.

- (4) The percentage of children who remained at home after a substantiated referral who had another substantiated referral within 12 months.
- (5) The percentage of children who were the subject of a referral who had an in-person interview with a caseworker within 24 hours.
- (6) The percentage of children in foster care who received at least a monthly visit from their caseworker.
- (c) Permanency and stability outcomes, including the following:
- (1) The percentage of all children who were reunified from child welfare supervised foster care who had been in care for less than 12 months.
- (2) The percentage of children adopted from foster care who were in care for less than 24 months.
- (3) The percentage of children in foster care for less than 12 months who have been in no more than two placements.
- (4) The percentage of children who have been in care for 12 months who had no more than two placements.
- (5) The percentage of children entering care who were reentering within 12 months of a previous exit from care.
- (6) The percentage of children entering care and were reunified with their parents who then reentered care within 12 months of reunification.
- (d) Family relationships and community connections, including the following:
- (1) The percentage of all children in child welfare supervised foster care who were placed with some or all of their siblings.
- (2) The percentage of children entering care who were in kinship, foster, foster family agency (FFA), group, and other placements.
- (3) The percentage of children identified as American Indian who were placed with relatives, nonrelative Indian, and nonrelative non-Indian families.
- (e) Well-being outcomes, including the following:
- 38 (1) Number of children ages 16 though 20 years of age in 39 foster care who are receiving Independent Living Services and

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received a high school diploma, enrolled in college, are receiving vocational training, or are employed.

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- (2) The Child Welfare and Foster Care Leader shall convene the workgroup established in paragraph (1) of subdivision (e) of Section 10601.2 to develop additional outcomes to measure youth transition to self-sufficient adulthood, rate of out of county placements, self-sufficiency skills training provided to youth, foster youth in the juvenile justice system, foster youth who become parents, school stability, school attendance, school performance, children's physical, developmental and mental health status and needs, the provision of services necessary to achieve adequate physical, developmental and mental health, housing, participation in extracurricular and child-appropriate activities, and other relevant outcomes for the well-being of children and youth emancipating out of the foster care system. The outcomes shall be established by April 1, 2008.
- (f) Any other measures that the Child Welfare and Foster Care Leader may develop that support the federal outcomes and any program improvement plan, and promote good health, mental health, behavioral, educational, and other relevant outcomes for children, youth, and families in California's child welfare system.
- 16561. ChildWelfare and (a) The Foster Care Undersecretary shall ensure that all of the federal Child and Family Services Review outcome measures and all of the California Child and Family Service Review System outcome indicators, along with any performance goals and federal outcome standards, are clearly posted on the State Department of Social Service's Internet Web site. Before any of the federal goals or any of the California Child and Family Service Review System outcome indicators are added, deleted, or amended, the Child Welfare Foster Care Undersecretary shall consult with the Child Welfare Council and ensure that there has been a public process for the submission of comments and recommendations.
- (b) The Child Welfare and Foster Care Undersecretary shall convene the workgroup established in paragraph (1) of subdivision (c) of Section 10601.2 to develop additional outcomes to measure youth transition to self-sufficient adulthood, rate of out-of-county placements, self-sufficiency skills training provided to youth, foster youth in the juvenile justice system, foster youth who become parents, school stability, school

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school performance, children's attendance. physical. developmental, and mental health status and needs, the provision of services necessary to achieve adequate developmental, and mental health, housing, participation in extracurricular and child-appropriate activities, and other relevant outcomes for the well-being of children and youth emancipating out of the foster care system. The outcomes shall be established by April 1, 2008.

16562. By April 1, 2008, the Judicial Council shall adopt, through rules of court, performance measures designed to complement and promote those measures specified in subdivision (a) of Section 16561 so that courts are able to measure their performance and track their own progress in improving safety, permanency, timeliness, and well-being of children and to inform decisions about the allocation of court resources. In adopting performance measures, the Judicial Council shall consult with the council, the Child Welfare and Foster Care Undersecretary, and the workgroup convened pursuant to subdivision (b) of Section 16561. The performance measures shall be based on data that is available from current or planned data collection processes and to the greatest extent possible, shall ensure uniformity of data reporting.

SEC. 7. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.